

Message Text

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PAGE 01 STATE 169579

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ORIGIN IO-14

INFO OCT-01 EUR-25 NEA-10 ADP-00 SS-15 SSO-00 NSCE-00

NSC-10 OIC-04 EB-11 USIE-00 CIAE-00 DODE-00 PM-07

H-03 INR-10 L-03 NSAE-00 PA-03 RSC-01 PRS-01 INRE-00

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APPROVED BY S - ACTING SECRETARY

IO - MR POPP

NEA - MR. DAVIES

S/S - MR. GAMMON

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FM SECSTATE WASHDC

TO AMEMBASSY TEL AVIV IMMEDIATE

INFO AMEMBASSY BEIRUT IMMEDIATE

AMEMBASSY ROME

USMISSION USUN NEW YORK

C O N F I D E N T I A L STATE 169579

E.O. 11652N/A

TAGS: ICAO, ETRN, IS

SUBJ: ICAO AIR SECURITY CONFERENCE: ARAB-ISRAELI ISSUE

REF: TEL AVIV 6619

1. WE ARE REPEATING TO YOU SEPARATELY INSTRUCTIONS BEING SENT TO US DELEGATION TO ROME MEETING OF ICAO, AND INSTRUCTIONS FOR DEMARCHE WE PLAN TO MAKE IN BEIRUT. OUR ANALYSIS OF SITUATIONS WE MAY FACE IN ROME, ON WHICH EMBASSY MAY DRAW IN DISCUSSIONS WITH GOI, FOLLOWS:

2. IN PREPARATION FOR ROME MEETING US AND OTHERS MADE STRENUOUS EFFORT TO GIVE AUGUST 20 COUNCIL RESOLUTION FOR-
CONFIDENTIAL

CONFIDENTIAL

PAGE 02 STATE 169579

WARD LOOKING FOCUS TOWARD (A) CONSIDERATION OF MEASURES

TO SAFEGUARD INTERNATIONAL CIVIL AVIATION FROM SUCH INTERFERENCE IN FUTURE, AND (B) PROVISIONS IN CIVIL AIR CONVENTIONS REGARDING INTERFERENCE COMMITTED BY STATES. WE MUST EXPECT AT MINIMUM, HOWEVER, THAT ARAB DELEGATIONS WILL SUCCEED IN TURNING FOCUS BACKWARD IN ASSEMBLY AND ELICITING FROM PLENARY MEETING OF ICAO A REITERATION OF CONDEMNATIONS ADOPTED UNANIMOUSLY BY UNSC AND ICAO COUNCIL. THEY WILL STRIKE FOR MUCH MORE THAN THIS.

3. MAXIMUM ARAB OBJECTIVE WOULD BE OUTRIGHT EXPULSION OF ISRAEL FROM ORGANIZATION, CHARACTERIZING ISRAEL AS OUTLAW

STATE UNREPENTANTLY GUILTY OF FLAGRANT VIOLATION OF PRINCIPLES OF CIVIL AVIATION SAFETY ENSHRINED IN CHICAGO CONVENTION. AS THERE IS NO PROVISION IN CHICAGO CONVENTION FOR EXPULSION OF UN MEMBERS, IF ARAB DELEGATIONS PURSUE THIS COURSE VIGOROUSLY IT MAY BE FOR TACTICAL ADVANTAGE TO SECURE PENALTY AGAINST ISRAEL WHICH WOULD BE LESS SEVERE THAN EXPULSION BUT MORE SEVERE THAN SIMPLE EXPRESSION OF CONDEMNATION.

4. MOST SEVERE FORM SUCH SANCTION ACTION MIGHT CONCEIVABLY TAKE WOULD BE ADOPTION (BY TWO-THIRDS) OF AMENDMENT TO CHICAGO CONVENTION MAKING PROVISION FOR EXPULSION OF A MEMBER. THIS WOULD PLACE ISRAELI MEMBERSHIP UNDER CONSTANT CLOUD DESPITE FACT NECESSARY RATIFICATION BY TWO-THIRDS OF MEMBERSHIP WOULD BE PROTRACTED AND CONCEIVABLY NEVER ACCOMPLISHED.

5. COMPATIBLY WITH SUCH EFFORT TO SET STAGE FOR POSSIBLE EXPULSION, ARAB DELEGATIONS MAY BE EXPECTED TO WORK IN ANY EVENT TO IMPOSE BY ASSEMBLY RESOLUTION (REQUIRING ONLY MAJORITY VOTE) SAME RESTRICTIONS ON ISRAELI MEMBERSHIP IN ICAO AS PREVIOUS ASSEMBLIES HAVE FOUND IT POSSIBLE TO DO WITH RESPECT TO SOUTH AFRICA (1971) AND PORTUGAL (FEBRUARY 1973).

6. ARAB DELEGATIONS MIGHT PRESS IN THIS CONTEXT OR SEPARATELY TO HAVE ASSEMBLY RESOLUTION CALL UPON MEMBER STATES TO CLOSE AIRSPACE TO ISRAELI CIVIL AIRCRAFT AND/OR

CONFIDENTIAL

PAGE 03 STATE 169579

SUSPEND CIVIL AIR SERVICE TO AND FROM ISRAEL. THIS MIGHT APPLY (A) UNTIL GOI FORESWEARS ANY INTENTION OF REPEATING AUGUST 10 SORT OF INTERFERENCE, OR (B) IF ISRAEL SHOULD REPEAT ACT.

7. AS YOU WILL SEE ACKNOWLEDGED IN OUR INSTRUCTIONS TO THE US DELEGATION, WE BELIEVE THAT PROSPECTS FOR HOLDING LINE AGAINST RESTRICTION, PROVISIONAL OR OTHERWISE, ON

ISRAELI MEMBERSHIP COULD TURN ON POSTURE GOI ASSUMES WITH RESPECT TO ITS FUTURE INTENTIONS ABOUT REPEATING AUGUST 10 SORT OF INTERFERENCE. AMBASSADOR SHOULD SEEK URGENT MEETING WITH EBAN BEFORE SUNDAY CABINET MEETING, IF POSSIBLE, AND, DRAWING AS APPROPRIATE ON OUR ANALYSIS, EMPHASIZE IMPORTANCE WE SEE IN HAVING GOI MAKE STATEMENT BEFORE ROME MEETING CONVENES TO DISPEL APPREHENSIONS ABOUT ISRAELI FUTURE INTENTIONS, AROUSED MAINLY BY PUBLIC STATEMENTS BY DEFMIN DAYAN. AMBASSADOR SHOULD STRESS THAT US DELEGATION INSTRUCTED TO CONSULT CLOSELY WITH ISRAELI DELEGATION ABOUT WAYS OF MODERATING OUTCOME AT ROME. WE INTEND TO WORK STRENUOUSLY AGAINST EFFORTS EFFECT EXCLUSION OF OR IMPOSE SANCTIONS ON ISRAEL, AS ACTING SECRETARY INFORMED AMB

DINITZ AUG 24 (SEPTEL). BUT AMB SHOULD ALSO EMPHASIZE THAT LINE WE CAN HOPE TO HOLD WILL BE DEFINED, IN OUR VIEW BY ISRAELI POSTURE ON FUTURE INTENTIONS AS PERCEIVED BY MAJORITY.

8. EMBASSY SHOULD REPORT RESULTS OF DEMARCHE IMMEDIATELY, INFORMING ALSO EMBASSIES ROME AND BEIRUT . RUSH

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